



Pacific County Public Health and Human Services and Willapa Children's Services Washington State Incentive Grant 2nd Year Community-Level Evaluation 2000-2001

*Department of Social and
Health Services*

*Research and Data Analysis
Division and the University
of Washington, Washington
Institute for Mental Illness
Research and Training,
Western Branch*

Linda Weaver, M.A.,
Christine Roberts, Ph.D.,
with Dario Longhi, Ph.D.

Executive Summary

Pacific County Kid Care, a collaboration of Pacific County Health and Human Services and Willapa Children's Services, is one of eighteen recipients of the Washington State Incentive Grant (SIG). SIG funds are allocated to communities to prevent the use, misuse and abuse of alcohol, tobacco, marijuana and other drugs by Washington State youth. Community grantees are expected to make their local prevention system more effective by establishing prevention partnerships, using a risk and protective factor framework for data driven needs assessments, and by implementing and monitoring science-based prevention programs. Pacific County's second year experiences with SIG are reported here.

Progress toward SIG Community Level Objectives

During SIG's second year of community grantee funding, the four participating Pacific County school districts offered several programs for fourth through sixth grade students; a county-wide Adventure Day for seventh graders took place; a parenting program continued to be tested; troubled youth took part in experiential outdoor education; and seventy community members attended an informational forum on risk factors and prevention.

Objective 1: *To establish partnerships...to collaborate at the local level to prevent alcohol, tobacco, marijuana, and other drug use, misuse, and abuse by youth.*

Pacific County Kid Care partners with a broad spectrum of agencies, both public and private, to provide substance abuse prevention services throughout the county.

Objective 2: *To use a risk and protective factor framework to develop a community prevention action plan...*

The county's needs assessment traditionally uses the risk and protective factor model to prioritize needs. Pacific County Kid Care identified risk factors to address during its SIG prevention project, including community laws and norms favorable toward use and early initiation of the problem behavior among others. Protective factors they plan to develop in their community were also identified.

Objective 3: *To participate in joint community risk and protective factor and resource assessment...*

Every two years, Pacific County partners assess the substance abuse prevention needs of their community. Resource assessment is published as the *Pacific County Resource Directory*, by Community Mobilization against Substance Abuse. One consistent finding is that the needs of Pacific County residents far outstrip the resources available, both funding resources and professional personnel capable of providing services in the community. Pacific County Health and Human Services acted as the lead agency in the pilot test of the collaborative needs assessment sponsored by SIG.

Objective 4: *To select and implement effective prevention actions...*

The SIG process encouraged the choice of programs shown through published research to be effective in different locales and with multiple populations. These are known as research-based programs. At four elementary schools in the county, Pacific County Kid Care implemented the After School Activities Program, with I'm Special as its research-based programming component. All fifth-graders in participating districts were taught Promoting Alternative Thinking Strategies. Preparing for the Drug Free Years was offered for interested parents in two locations, one serving the north county, and one the south. Selected students exhibiting behavioral problems in school participated in an experiential outdoor education program, Youth Adventures.

Objective 5: *To use common reporting tools...*

To determine community level prevalence rates and risk and protective factor levels, Pacific County SIG schools participate in the Washington State Survey of Adolescent Health Behavior. Program level data on risk and protective factors is gathered using pre-tests and post-tests. Some of these test results are entered into the Everest program outcome monitoring web-based database, developed by the Division of Alcohol and Substance Abuse, Washington State Department of Social and Health Services, and tested by SIG community grantees.

Conclusions

Pacific County Kid Care SIG Project has had a large impact on the way Pacific County plans and implements substance abuse prevention programming. For the first time, prevention efforts are coordinated on a countywide basis, with research-based programming provided in each of the four participating school districts.

One of the greatest successes of Pacific County Kid Care in SIG Year 2 was the spread of awareness in their community about the need for substance abuse prevention. Pacific County Kid Care held an open house educational session for the community that explained risk factors and showed how the county compared to the state rates for each domain. Seventy community members attended. This forum was part of the pilot test of the SIG-sponsored collaborative needs assessment.

Pacific County Kid Care, Pacific County Community-Level Evaluation Report, Year 2

The Washington State Incentive Grant

Pacific County Kid Care of Pacific County, a collaboration of Pacific County Public Health and Human Services and Willapa Children's Services, is one of eighteen recipients of the Washington State Incentive Grant. The federal grant consists of a three year, \$8.9 million award from the Center for Substance Abuse Prevention to Washington State through a cooperative agreement with Governor Gary Locke's office. State agencies participating in SIG are committed to coordinating resources and reducing duplication of effort. Eighty-five percent of State Incentive Grant (SIG) funds are allocated to communities to prevent the use, misuse, and abuse of alcohol, tobacco, marijuana, and other drugs by Washington State youth. In their efforts to reduce youth substance use, misuse, and abuse, it is expected that communities will reduce key risk factors and promote protective factors.

The goals and objectives of the *Washington State Incentive Grant Substance Abuse Plan* are listed in Appendix A.¹ They are summarized here:

Goals:

1. Prevent alcohol, tobacco, marijuana and other drug use, misuse and abuse by the state's youth.
2. Make the community-level system more effective.

Objectives:

1. Establish local prevention partnerships.
2. To use a risk and protective factor framework to develop a community prevention action plan.
3. Participate in joint community risk and protective factor and resource assessment.
4. Select and implement effective prevention actions.
5. Use common reporting tools.

Introduction

The SIG evaluation is intended to provide feedback to state agencies and communities on their progress toward the goals and objectives stated in the *Washington State Incentive Grant Substance Abuse Plan*. Evaluation reports are

¹ Governor's Substance Abuse Prevention Advisory Committee (1999). *Washington State Incentive Grant Substance Abuse Prevention Plan*. Olympia, WA: Department of Social and Health Services, Division of Alcohol and Substance Abuse, State Incentive Grant Project.

provided as an integral part of that feedback. Research methods are described in Appendix B.

This report documents SIG-related activities for the second project year of Pacific County Kid Care. It summarizes progress made toward achieving the community-level goals and objectives of the Washington State Incentive Grant. The report also looks at the Pacific County's partners' ongoing challenges and successes in providing substance abuse prevention services for youth, and describes the multiple sources of prevention funding and planning used by the Pacific County Kid Care to implement a single prevention planning.

Background

Pacific County is a sparsely populated rural county on Washington's Pacific Coast. U.S. Census data show that Pacific County, with a population of 20,984, has grown modestly over the last ten years, with a population increase of a little over 11% since 1990. While nearly 16% of Pacific County's population lives below the Federal Poverty Level, the percentage of Pacific County's children living in poverty is slightly over 25%, compared to 15% of children living in poverty statewide.²

Pacific County has experienced continual downsizing in traditional industries (for details, see *Washington State Incentive Grant Baseline Community-Level Evaluation 1999-2000 Pacific County Kid Care, Pacific County*, hereafter referred to as the Baseline Evaluation). This trend has continued in the last two years. The unemployment rate was over 8% in 2000, compared to a statewide rate of 5%.³ Since that time, three major businesses and three restaurants have closed their doors in north Pacific County.

Progress toward community-level objectives

While economic conditions in Pacific County communities continue to worsen, progress has been made toward creating greater community awareness of risk factors that affect children. A range of substance abuse prevention actions have been provided to Pacific County students through Pacific County Kid Care. The challenges and successes of the SIG-funded Pacific County Kid Care will be discussed later in this report. Progress made toward SIG statewide community level objectives follows below.

² U.S. Census Bureau *State and County Quick Facts*, <http://quickfacts.census.gov/gfd/states/53/53027.html>, accessed 07/11/01. Population estimates based on the 2000 Census. Children's poverty figures are 1997 model-based estimates.

³ Washington State Department of Employment Security, *Labor Market Information by Area, Pacific County, Selected Economic Data*, <http://www.wa.gov/esd/lmea/labmrkt/sed/graysed.htm>, accessed 07/11/01.

Objective 1: To establish partnerships which include existing agencies and organizations, and families, youth, school, and workplaces to collaborate at the local level to prevent alcohol tobacco, marijuana, and other drug use, misuse, and abuse by youth.

Pacific County benefits from well-developed partnerships among agencies and organizations serving families and children, as outlined in the Baseline Evaluation. Partnerships between the Pacific County Public Health and Human Services, Willapa Children's Services, and Pacific County school districts have been enhanced through their common efforts to provide substance abuse prevention services to Pacific County students.

The Pacific County Human Services Advisory Council is appointed by the Pacific County Commissioners. The Council includes the local SIG project co-director from Pacific County Public Health and Human Services in its membership. As one respondent reported, this group is "...probably the most committed group that I have seen in any of my dealings in this county...."

Most school districts have a longstanding relationship with the partners of Pacific County Kid Care and were quick to embrace the Pacific County Kid Care SIG project. However, not all districts wished to be included. The Naselle School District originally declined to be part of Pacific County SIG because of the requirement that all schools participating in SIG projects must administer the Washington State Survey of Adolescent Health Behavior. Since that time, however, Pacific County Kid Care has begun to provide some substance abuse prevention services to students in the Naselle School District. A professional from Addictions Recovery Center, a Pacific County Kid Care partner, provided the I'm Special curriculum to Naselle third graders. Pacific County Kid Care used alternative funding to pay for this programming.

Personal relationships are very important in Pacific County. The reputation of Pacific County Kid Care for providing quality services and consistently following through on promises has helped open opportunities for collaboration, as has personal acquaintance between Pacific County Kid Care project directors and school staff. These personal relationships led to another connection with the Naselle School District. A Pacific County Kid Care project director extended a personal invitation through the school counselor to district seventh graders to participate in Adventure Day, a day of substance abuse prevention education, including challenge activities. Respondents hope that this beginning will lead to further collaboration between Pacific County Kid Care and the Naselle School District.

The South Bend School District has used its collaboration with Pacific County Kid Care to successfully apply for a 21st Century Community Learning Center grant. The Western Washington Community Learning Center Consortium awarded the grant to the school district through Educational Service District 113. The 21st Century Community Learning Center will serve South Bend junior high and high school students and their families.

More connections and more partnering with community agencies are continually being sought. Respondents indicated, however, that a lack of funding resources and qualified prevention professionals still make it a challenge to meet the needs of Pacific residents.

Objective 2: *To use a risk and protective factor framework to develop a community prevention action plan which reduces factors which put youth at-risk for alcohol, tobacco, marijuana, and other drug abuse and increase factors which protect or buffer youth from these risks.*

Pacific County partners have been using a risk and protective factor framework for substance abuse prevention planning since 1992, when the Washington State Survey of Adolescent Health Behavior was first administered in some Pacific County schools.

Pacific County Kid Care prioritized risk and protective factors for substance abuse prevention at the elementary school level as follows (see Appendix C for a complete list of risk and protective factors, categorized by domain):

Prioritized Risk Factors

- Early Initiation of Problem Behavior
- Favorable Attitudes Towards Problem Behavior

Prioritized Protective Factors

- Healthy beliefs and clear standards for behavior.
- Opportunities for positive involvement with pro-social peers.
- Skills for recognizing feelings, self control and interpersonal problem solving
- Recognition of skill mastery
- Opportunities for youth to interact with pro-social adults and peers
- Learn new skills in a safe, supportive environment

Objective 3: *To participate in joint community risk and protective factor and resource assessment by collecting, assessing, and prioritizing community-level information for: a) youth alcohol, tobacco, marijuana, and other drug use, misuse, and abuse; b) risk and protective factor indicators; and c) existing resources and service gaps.*

Every two years, Pacific County conducts a community needs and resource assessment as required by the Washington State Department of Social and Health Services Division of Alcohol and Substance Abuse and by Washington State Community Mobilization against Substance Abuse. To accomplish this, Pacific County Public Health and Human works with partner agencies and groups. These include Willapa Children's Services, the local Community Mobilization against Substance Abuse office, the local office of the Washington State Department of Health, and the Pacific County Human Services Advisory Council.

Pacific County Health and Human Services was the lead organization during the pilot test of the SIG-sponsored collaborative needs assessment. Its state agency affiliation is with the Department of Social and Health Services, Division of Alcohol and Substance Abuse. As part of the collaborative needs assessment, Pacific County Kid Care held a community forum for all residents of Pacific County, announcing the forum through three hundred personal invitations and through advertisements in local newspapers. The primary purpose of this forum was to educate the public about community risk factors affecting Pacific County children. Seventy community members, including social service professionals, school staff, members of the sheriff's office, grandparents, and other individuals attended the forum.

Forum organizers displayed risk factors using four domains: Community, School, Family, and Individual/Peer. Within each category, Washington State Survey of Adolescent Health Behavior data was used to compare Pacific County with Washington. This graphically demonstrated the fact that Pacific County ranks higher than the state average on nine out of eleven substance abuse risk factors. Participants were given ballots and asked to rank risk factors within each category in order of importance to be addressed in Pacific County.

This forum educated the attendees about risk factors. Results provided a picture of what these members of the community felt were the most critical risk factors for area youth. A list of seventy people signed up as available to participate further in substance abuse prevention planning in Pacific County.

Objective 4: *To select and implement effective prevention actions that address priority risk and protective factors in the community by filling identified gaps in resources.*

Before SIG, substance abuse prevention services were not research-based, coordinated county-wide, or of sufficient dosage or duration to yield reliable outcomes, according to respondents (see Baseline Evaluation). While DARE was offered in many elementary schools, early initiation of alcohol, tobacco, and other drug use continued to be a problem for the county.

As discussed in the Baseline Evaluation, an extensive planning process identified after school care as a critical need in Pacific County. Willapa Children's Services and the After School Activities Program were created in response to this need.

Prevention programs can be categorized by a rigor scale created by the federal Center for Substance Abuse Prevention. Rigor is the extent to which the program has been shown through published research to be effective in different locales and with multiple populations.⁴ The highest rating is rigor 5; the lowest is rigor 1.

⁴ Website for the Western Center for the Application of Prevention Technology (WestCAPT): <http://www.unr.edu/westcapt/>.

The first element of Pacific County's plan was the extension of the After School Activities Program, rigor level 1 to 2, to serve identified at-risk fourth through sixth graders in Raymond, South Bend, and Willapa Valley schools. Before this, the After School Activities Program had only been available at one north county school. The second element of the new plan was to add I'm Special, a rigor-level 5 self-esteem building curriculum to the After School Activities Program. I'm Special is also provided to the Ocean Beach School District through their 21st Century Community Learning Center.

PATHS (Promoting Alternative Thinking Strategies), rigor level 5, is provided by a mental health professional to all fifth graders in their classrooms at the four participating school districts. PATHS teaches "emotional literacy, self-control, social competence, positive peer relations, and interpersonal problem-solving" (Western Regional Center for the Application of Prevention Technologies, 1999).

Pacific County Kid Care chose Preparing for the Drug Free Years as a program to help create community attitudes favorable to avoiding problem behavior. Preparing for the Drug Free Years, rigor level 5, is a parenting program designed to teach parents "how to reduce critical risk factors" for students in late elementary school and middle school (Western Regional Center for the Application of Prevention Technologies, 1999).

Youth Adventures, rigor level 1 to 2, is a prevention program that was added to the SIG project at the end of Year 1. This experiential outdoor education program promotes self-esteem, cooperation, and critical thinking. The program targeted students exhibiting behavioral problems in school. Respondents reported that the Pacific County community has historically reacted most favorably to outdoor education as a positive experience for county youth. No countywide recreational program exists, nor are there city or county parks and recreation departments, to provide leisure activities for children and their families. Part of the reasoning behind the choice of Youth Adventures is that Pacific County is rich in outdoor recreational opportunities, while extremely poor in virtually every other form of entertainment, except television. Youth Adventures provides team-building challenge activities, and is often their first experience with recreation based on enjoyment of the natural world around them.

Experience with these programs in Pacific County has led to some modification of the original prevention plan. Youth Adventures has been expanded, in SIG Year 2, to serve all participating SIG districts: Raymond, Willapa Valley, and Ocean Beach school districts, in addition to South Bend School District, serving a total of thirty students.

Two other programs will be replaced or dropped. The I'm Special program will be replaced. Since students are often in the After School Activities Program for multiple years, respondents have indicated that I'm Special becomes repetitive. Planners are seeking a progressive substance abuse prevention program that students could receive during their three years of participation in the After School Activities Program program.

Preparing for the Drug Free Years has not been a success for Pacific County. Despite extensive outreach efforts. Parent response to the program has been very limited: approximately ten parents received this curriculum through the first two years of SIG. Apparently the parents for whom the program was intended are not interested in receiving education about substance abuse. Since this program has cost a great deal of money for very little result, Pacific County Kid Care has decided not to offer a parent education component in their third year of SIG programming.

Objective 5: *To use common reporting tools* which provide information on what works and what does not work to reduce youth alcohol, tobacco, marijuana, and other drug use, misuse and abuse.

There are two types of reporting tools that SIG community grantees are expected to use. To measure community levels of substance abuse prevalence and risk and protective factors, grantees use the Washington State Survey of Adolescent Health Behavior. To measure program outcomes in research-based programs, grantees use pre-tests and post-tests to measure the extent to which their attitudes, knowledge, and social skills change during program participation. Some of these test results are entered into the Everest database. Everest is the name of the web-based program monitoring system, developed by DASA and tested by SIG community grantees. It contains scales that comprise pre-tests and post-tests and provides results by group, by participant, and by question.

The Washington State Survey of Adolescent Health Behavior measures the prevalence of substance abuse and risk and protective factor levels among 6th, 8th, 10th, and 12th grade students. All schools served by Pacific County Kid Care participate in the Washington State Survey of Adolescent Health Behavior. Pacific County made use of survey results during community forums on risk factors. Kid Care co-directors stated that it would be helpful to receive the Washington State Survey of Adolescent Health Behavior data in two forms: raw data so that they can perform their own analysis and a professional analysis of the data from researchers.

The other type of reporting tool that SIG community grantees are using is the Everest Database. Pacific County was one of the sites to pilot use of the database during database development. Everest is a web-based, program monitoring system that contains scales, or questions that measure a single concept or risk or protective factor. Scales can be combined to produce pre-tests and post-tests. Results in Everest are provided for each scale, not for the pre-test or post-test as a whole. Some instruments developed for specific prevention programs by program designers are also available. Staff from the Social Development Research Group at the University of Washington provided technical assistance in choosing scales appropriate to Pacific County prevention programs. Providers or contractors administer the tests and enter data over the web. Results are available immediately.

Training Related to the State Incentive Grant

In 1999, members of Pacific County Kid Care participated in Everest training provided by the State Incentive Grant and in the Washington State Prevention Summit. During the planning stages of their SIG project, they used the Western Regional Center for the Application of Prevention Technologies website to access information about Best Practices and Promising Practices in substance abuse prevention.⁵

Pacific County Kid Care Successes

Improved School Climate

Pacific County Kid Care staff has heard reports from various sources about an improvement in school climate. Teachers noted immediate improvements in student behavior and interpersonal problem-solving skills during and following the PATHS curriculum. Principals reported students using PATHS skills on the playground. One principal reported that students have come to school and told their teachers that they are practicing their PATHS skills at home with their parents.

Providers reported that Youth Adventures students show marked improvements in their ability to work together as a group. Principals also reported positive changes in students receiving the Youth Adventures program. The two principals interviewed spoke of at least one student at each of their respective schools who had made a significant improvement due to participation in Youth Adventures. One principal reported that a student who had participated in Youth Adventures had gone from being “headed to Juvenile for fighting and assault” to becoming a Self-Manager, a school title for a student whose self-management skills are recognized as exemplary. The other principal said that a student who had frequently been in the office for a variety of behavioral infractions “...through PATHS, in-school counseling, and Youth Adventures, has turned his life around.”

One principal reported that some Youth Adventures students had voluntarily done some small public services: two students stopped their kayak to pick up litter they spotted on the river bank, and two other boys planted flowers in their school’s planter boxes. This principal was emphatic about the importance of Youth Adventures to her school:

It’s the only thing that I know other than Juvenile Hall that’s doing anything positive for kids. It’s let them get a view of something else. They’re teaching a lot of things out there, but don’t take away their Youth Adventures.

⁵ Western Regional Center for the Application of Prevention Technologies (1999). *Best Practices and Promising Practices*, Reno, Nevada, University of Nevada - Reno, Reno, Nevada. Online at <http://www.unr.edu/westcapt>.

Some would argue that the effects of a program that only serves a few students from each school each year might be minute, but the principals asserted that a small minority of students cause most of the problems at school:

95% of my disciplinary infractions are from 5% of my population.

By targeting that 5% of the school population, principals feel that Youth Adventures has had a positive effect upon school climate.

The After School Activities Program provides participating students with a safe environment and pro-social activities with caring adults. Another benefit noted by one school principal was the opportunity for school staff to interact with students' parents and younger siblings when students are picked up. This was perceived as building parental-school relationships.

Parental involvement

Pacific County Kid Care has had a difficult time getting parents to participate in the drug prevention education program, Preparing for the Drug Free Years. Some increased parental involvement came about, however, through the Youth Adventures program. Even though some parents were reluctant to let their children participate, parent response to the program has been generally positive.

Adventure Day

Pacific County Kid Care's Adventure Day is a day of substance abuse prevention education that includes experiential challenge activities. Seventh graders from every middle school in Pacific County attended Adventure Day. Participating youth got to meet other students from different parts of the county and work together on common goals. Naselle School District, which had not been participating in other activities sponsored by Pacific County Kid Care, sent their students to the event. This initiated a positive connection between Pacific County Kid Care and the Naselle School District, leading to further collaboration on prevention activities. Plans for next year's Adventure Day are already underway.

Risk factor education and public awareness

The Pacific County Kid Care public forum on risk factors in Pacific County has educated more people in the county about the factors that put county youth at increased risk for abuse of alcohol, tobacco, and other drugs. Although it may not be directly tied to this event, shortly after the forum the Pacific County Commissioners approved \$100,000 per year in their budget for youth services that reduce juvenile and delinquent behavior problems.

Challenges for Pacific County Kid Care Year 2

Some basic challenges for Pacific County Kid Care were mentioned in the Baseline Evaluation. Administrative differences exist between the four participating school districts. There are inherent challenges in providing services

in a county whose north and south regions are separated by significant distances—for example, it takes approximately one hour to drive from South Bend, the county seat, to the Ocean Beach schools. In addition to these challenges, others have surfaced in the course of providing SIG-funded substance abuse prevention services in Pacific County:

- **Recruiting Parents:** Recruiting parents to participate in Preparing for the Drug Free Years has presented a significant challenge to Pacific County Kid Care. Despite extensive outreach efforts in both the first and second years of SIG, participation has been disappointing. With less than a dozen parents coming to program sessions in the two years it was offered, Pacific County Kid Care partners judged that Pacific County parents are not interested in this type of programming. As so few parents were served, it did not make sense to Pacific County Kid Care to continue the expense of recruitment efforts and staffing for this program when its effect on county-wide risk and protection for youth was unlikely to be significant.
- **Evaluation:** Evaluation instruments selected for program outcome monitoring do not always ask the kinds of questions that reflect the change or growth children exhibit through their participation in Pacific County's substance abuse prevention programs.

In the case of PATHS (Promoting Alternative Thinking Strategies), teachers are reluctant to report on the type of information about their individual students asked for in the pre- and post-program survey, despite the promise of student anonymity. Even without names, in small communities, they fear that a student's identity might be deduced by the information on the survey.

- **Limited program slots:** Respondents reported that the After School Activities Program is in great demand throughout Pacific County. There are waiting lists for each After School Activities Program site, and many at-risk students cannot be served. In addition to this, there have been numerous requests that the After School Activities Program be run during the summer. Funding to expand the program to meet these demands has not yet been located.
- **Liability Insurance:** Due to the risks inherent in providing an experiential outdoor education program such as Youth Adventures, Willapa Children's Services is being required to carry a minimum of one million dollars in liability insurance. The cost of this insurance has been an unexpected expense for this program.
- **Parent follow through:** Providers reported that parents did not consistently bring students to the drop off points for Youth Adventures. For Year 3, Raymond and South Bend schools will be releasing Youth Adventures students one day a month to participate in Youth Adventures activities, instead of relying on parents to facilitate participation.

Baseline Funding and Planning Survey

Planning and funding activities associated with the After School Activities Program were studied to provide a snapshot of the partnerships and complexity involved in the provision of one substance abuse prevention program. The survey form used is in Appendix D. The following list is a table of the various kinds of support provided by prevention partners that was necessary in order to implement the After School Activities Program.

Table 1. Sources of Support for the After School Activities Program

Support Source	Type of Support
Willapa Children's Services and Pacific County Public Health and Human Services	Volunteer hours Administrative and coordination time, including grant writing, needs assessment, prevention planning, and attendance at community meetings
Human Services Advisory Council	Funding from Community Mobilization against Substance Abuse
Pacific County Health and Safety Network (now defunct)	Funding from Family Policy Council
Washington Hospital Foundation	Funding from the Foundation
L. V. Raymond Foundation	One-time funding for equipment and supplies
Washington State University Cooperative Extension	In-kind services such as cooking classes
Timberland Regional Library	Supplies Connect Children and Books boxes and staff time for book talks and craft projects
Providence Addictions Recovery Center, funded by the Providence St. Peter Hospital Foundation	Planning, volunteer staff time and equipment, also teaches I'm Special at Naselle Elementary School on a contract basis
School's Out Consortium	Funding
Washington School Age Care Alliance	Professional development, training, and conferences
South Bend, Raymond, and Willapa Valley School Districts	Building space, coordination of planning, and janitorial services
South Bend School District	USDA snacks and staff time
Weyerhaeuser Foundation	Funding based on the number of volunteer hours contributed by Weyerhaeuser Corporation employees
Pacific County Community Development	Recycling education
Parents of participants	One-time \$30 fee

Rival Explanations for Outcomes

It is too soon to tell what the outcomes will be for substance abuse and other risky behaviors among this cohort of students. Pacific County Kid Care SIG project co-directors hope that future Washington State Survey of Adolescent Health Behavior data will show positive changes in Pacific County's risk and protective factor profile.

There are few other substance abuse prevention strategies in place in the county at this time (see Baseline Evaluation). Tri-District Family Services provides Early Childhood Education and childcare for preschool children, and fifth or sixth grade students in most of the county receive DARE. As mentioned above, there are 21st Century Community Learning Centers at Ocean Beach and South Bend. The presence of these other programs will make it difficult to determine, based solely on the Washington State Survey of Adolescent Health Behavior, the extent to which various Pacific County Kid Care programs alone affected these children by the time they are in their teens.

Summary: Systems Change

Prevention planning in Pacific County is beginning to include community members beyond those involved in education, health care, or social services. The community forums on risk factors initiated this change. It is too soon to tell what the impact will be of this open invitation to the community to participate in efforts to improve conditions and future outcomes for county youth. Pacific County Health and Human Services acted as the lead agency for the spring 2001 pilot test of the SIG-sponsored collaborative needs assessment. Community involvement in identifying needs was a priority for them.

Pacific County continues to experience profound economic difficulties. As exemplified by the list of After School Activities Program funding sources above, Pacific County Kid Care has made extensive use of a wide range of funding opportunities. Funding levels for programs such as After School Activities Program and Youth Adventures, however, are still less than those necessary to meet the needs for these programs in the county.

It is clear that Pacific County will need significant funding to continue its substance abuse prevention efforts at the current levels, but the sources of that funding are unknown. In addition to the upcoming expiration of the State Incentive Grant, regular substance abuse prevention funding sources have been reduced or cut recently, including Division of Alcohol and Substance Abuse funding and Community Mobilization against Substance Abuse funding. Community Public Health and Safety Network funding for Pacific County has been cut completely.

Pacific County Kid Care SIG Project has had a large impact on the way Pacific County plans and implements substance abuse prevention programming. For the

first time, prevention efforts are coordinated on a county-wide basis, with research-based programming at each of the four participating school districts.

Efforts to reach parents with substance abuse prevention programming have so far not met with success. There is hope that, over time, positive relationships between parents and providers created through the After School Activities Program and Youth Adventures will lead Pacific County parents to become more open to parent or family programs.

Appendix A:

Community-Level Goals and Objectives⁶

Goal:

Communities selected to receive State Incentive Grant funds will work to prevent alcohol, tobacco, marijuana, and other drug use, misuse, and abuse by the state's youth in these communities. They will develop and implement prevention plans which will foster changes in the prevention system at the community level to make the system more effective.

Objectives:

1. To *establish partnerships* which include existing agencies and organizations, and families, youth, school, and workplaces to collaborate at the local level to prevent alcohol tobacco, marijuana, and other drug use, misuse, and abuse by youth.
2. To *use a risk and protective factor framework* to develop a community prevention action plan which reduces factors which put youth at-risk for alcohol, tobacco, marijuana, and other drug abuse and increase factors which protect or buffer youth from these risks.
3. To *participate in joint community risk and protective factor and resource assessment* by collecting, assessing, and prioritizing community-level information for: a) youth alcohol, tobacco, marijuana, and other drug use, misuse, and abuse; b) risk and protective factor indicators; and c) existing resources and service gaps.
4. To *select and implement effective prevention actions* that address priority risk and protective factors in the community by filling identified gaps in resources.
5. To *use common reporting tools* which provide information on what works and what does not work to reduce youth alcohol, tobacco, marijuana, and other drug use, misuse, and abuse.

⁶ Governor's Substance Abuse Prevention Advisory Committee (1999). *Washington State Incentive Grant Substance Abuse Prevention Plan*. Olympia, WA: Department of Social and Health Services, Division of Alcohol and Substance Abuse, State Incentive Grant Project.

Appendix B: Methods

Information Sources

Interviews

Audiotaped interviews were conducted with lead agency contacts, as well as prevention service providers and community members. Interviewees were informed at the beginning of each interview that the audiotapes were confidential, were for the purpose of ensuring accuracy, and would be erased as soon as notes were taken from them. Questions were based on an interview guide, as well as related topics that arose during the interviews. Interview guides were modified after initial site visits were completed based on the evaluation team's ability to obtain the desired information from the questions asked, and a shift in the evaluation focus toward more background history for this initial baseline report. Interview responses were compared and tallied to identify majority and minority opinions.

Baseline Planning and Funding Survey

A baseline planning and funding survey was completed for the After School Activities Program.

Meeting Observation

The Governor's Substance Abuse Prevention Advisory Committee site visit was observed.

Document Review

- a) Pacific County State Incentive Grant Community Matrices: Prevention programs intended to address desired outcomes and associated risk and protective factors are described in detail in matrices created by Pacific County Kid Care, as lead agency, and the State Incentive Grant administrative staff. These matrices were used to guide inquiry into the process of achieving anticipated local outcomes.
- b) Becker, L., et al. 1999. *1999 County Profile on Risk and Protection for Substance Abuse Prevention Planning in Pacific County*, DSHS Publication # 4.33-14, Department of Social and Health Services, Research and Data Analysis Division for the Division of Alcohol and Substance Abuse.
- c) U.S. Census: <http://quickfacts.census.gov/gfd/states/53/53027.html>, accessed 07/11/01.
- d) Western Regional Center for the Application of Prevention Technologies. 1999. *Best Practices and Promising Practices*. Reno, Nevada: University of Nevada, Reno.

- e) Washington Employment Security Department. 2000. *Washington State Labor Market Information, Labor Market Information by Area, Selected Economic Data*. Website: <http://www.wa.gov/esd/lmea/lbrmrkt/sed/graysed.htm>, accessed 03/15/01.

Accessing Informants

A few of the informants from the first round of evaluation were interviewed for this evaluation. In addition to these, two elementary school principals were interviewed. A total of four community members participated in face-to-face interviews.

Analysis

Data analysis occurred throughout the research process in this case study, from the process of formulating the topic through the write-up. During and after interviews, information gathered was weighed in light of previous information. Questions and topics were modified as indicated by the new information. Data verification occurred through cross checking information from informants with that from other informants, documents, observation, and the researcher's journal entries.

Once data was collected, categories of information were created. The Center for Substance Abuse Prevention, the SIG federal funding agency, and COSMOS Corporation, federally contracted evaluators, created broad data categories, around which interview questions and inquiry topics were framed. Data were gathered in the process of this evaluation with the intent of answering specific questions about system change in planning, providing, and evaluating prevention services for youth in local communities. Additional categories were added as it became apparent that they were of importance to the SIG community grantees.

Appendix C: Risk and Protective Factors, Categorized by Domain⁷

Note: Factors addressed by Pacific County are in italics.

Domains	Risk Factors	Protective Factors
Community	Availability of drugs <i>Community laws and norms favorable to drug use</i> Transitions and mobility Low neighborhood attachment and community disorganization Extreme economic deprivation	<i>Opportunities for prosocial involvement</i> <i>Rewards for prosocial involvement</i>
Family	Family history of the problem behavior Family management problems Family conflict <i>Favorable parental attitudes and involvement in the problem behavior</i>	Bonding: family attachment <i>Opportunities for prosocial involvement</i> <i>Rewards for prosocial involvement</i>
School	Early and persistent antisocial behavior Academic failure Lack of commitment to school	Bonding: attachment to school Opportunities for prosocial involvement Rewards for prosocial involvement
Individual	Rebelliousness Friends who engage in the problem behavior <i>Favorable attitudes towards the problem behavior</i> <i>Early initiation of the problem behavior</i> Constitutional factors	<i>Healthy beliefs and clear standards</i> Bonding: attachment to prosocial peers <i>Social skills</i>

⁷ Modified from *A Guide to the Community Substance Abuse Prevention Projects*. December 2000. Governor's Substance Abuse Prevention Advisory Committee. Available from State Incentive Grant Project, Division of Alcohol and Substance Abuse, Department of Social and Health Services, PO Box 45331, Olympia, WA 98504-5331 (ph: 360 438-8065) or Washington State Alcohol/Drug Clearinghouse (ph: 800 662-9111 in-state; 206 725-9696 Seattle or out of state).

Date _____ Site _____ Program Service _____
 Rigor Level _____ Beginning Date of Program Service _____ Ending Date of Program Service _____
 Name and position/title of person supplying information _____

Appendix D: Baseline Planning and Funding Survey

Agency/Organization/ Business/Individual involved in funding, donating to, or planning this program service	Are they a funding source, i.e., were funds applied for through a competitive process, such as an RFP?	Are they a source of in- kind contributions? If so, what type (financial, space, food, volunteer, materials)?	Were they involved in planning?	If they were involved in planning, what was their involvement (in general, e.g., attended meetings, consultant, etc.)?

Note: Listing the SIG planning committee as a group is appropriate because they volunteered their time and effort in planning. If they also held a fundraiser, as a group, or sought additional funding, please list that. If an individual member of the committee put in extra time and effort to arrange for donations of any kind, please list that person separately. The goal is to map the efforts of individuals and groups involved in providing this program service.



**Research and Data Analysis
Progress Report Number 4.43-11e pr**